

**ESF #6 Mass Care, Emergency Assistance,
Housing, and Human Services**

Rev. Final

Date: March 2023

ESF Coordinating Agency:

Division of Homeland Security and Emergency
Services (DHSES)

DPC Member Agencies:

American Red Cross (ARC)
Department of Agriculture and Markets (DAM)
Department of Corrections and Community
Supervision (DOCCS)
Department of Financial Services (DFS)
Department of Health (DOH)
Department of Labor (DOL)
Department of State (DOS)
Homes and Community Renewal (HCR)
Office for the Aging (SOFA)
Office of Children and Family Services (OCFS)
Office of General Services (OGS)

Office of Mental Health (OMH)
Office for Persons with Developmental Disabilities
(OPWDD)
Office for Victim Services (OVS)
State Education Department (SED)
2-1-1 New York State

Non-DPC Member Agencies:

Department of Motor Vehicles (DMV)
Division of Veterans' Services (DVS)
Office of Temporary and Disability Assistance
(OTDA)
Salvation Army (SA)
State Justice Center (SJC)
State University of New York (SUNY)
Voluntary Organizations Active in Disaster (VOAD)
Private Sector

EXECUTIVE SUMMARY

Emergency Support Functions (ESFs) provide the structure for coordinating response activities for disasters or emergencies that exceed the capability of the local resources. The ESFs are a mechanism used to group functions most often needed to respond to incidents. At the State level, coordinating the delivery of mass care, emergency assistance, housing, and human services are vital roles in the State's response. The objective of ESF #6 is to minimize the impact of disasters on populations by quickly and efficiently providing comprehensive services through the integration of the Whole Community approach. Therefore, maintaining the focus on individual preparedness and community engagement to enhance resiliency.

SECTION I: General Considerations and Planning Guidelines

Introduction

The State of New York experiences a wide variety of disasters and emergencies that may result in the loss of life, damage, or destruction of property, and negatively affect community members.

A disaster of significant magnitude, with substantial damage and destruction to communities, can cause immense human suffering. Disasters have the potential to exhaust resources at the local level, which warrants support from the State to effectively respond to the event. The State will activate the ESFs that are essential in efficiently responding to the incident. In many incidents, ESF #6 Mass Care, Emergency Assistance, Housing, and Human Services, will be one of the initial ESFs to be activated due to the critical capabilities involved in providing essential emergency assistance and sheltering.

**Critical
Capability**

ESF #6 supports the following critical capabilities in New York State:
Planning, Mass Care, Emergency Assistance, Housing, and Human Services.

ESF #6 consists of 24 New York State Disaster Preparedness Commission (DPC) agencies, non-DPC agencies, and Non-Governmental Organizations (NGO's), which function under a hierarchical management structure. In times of disaster, State agencies will be used to augment local resources by providing and administering programs with the focus of responding quickly and compassionately to the needs of disaster survivors. These services may include but are not limited to providing food and housing, counseling and information services, links to financial assistance, and support for unmet needs.

The New York State Division of Homeland Security and Emergency Services (DHSES) is the Coordinating Agency for ESF #6 response activities. This ESF Annex will be used as a guide to support local jurisdictions with State, NGO, and Federal mass care resources during times of disasters or emergencies. This Annex offers information and guidance, as well as a process for coordinating resources in support of local sheltering and feeding operations.

Purpose

The purpose of this Annex is to identify the State's policies, authorities, and response structure that will be implemented to support mass care, emergency assistance, housing, and human services operations for populations severely impacted by an emergency or disaster. This document builds upon the structure of the State Comprehensive Emergency Management Plan (CEMP).

The State CEMP was developed in three distinct, but interconnected volumes. These are:

- Volume 1: All-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery
- Volume 3: Long-Term Recovery Plan

This document outlines the State's coordination and delivery of response activities related to non-medical mass care, emergency assistance, housing, and human services when local needs exceed local capabilities. In addition, this document identifies the concept of operations, lines of succession, and the centralized coordination of resources that will be utilized in directing the State's resources and capabilities in responding to a disaster. This Annex defines the responsibilities and procedures of ESF #6 activities for supporting local jurisdictions that are affected by an emergency or disaster or are seeking protection from an imminent or actual hazardous event.

This document outlines the structure for collecting, receiving, and reporting information about the status of disaster survivors in the event of an emergency and assists with family reunification.

Scope

This Annex applies to all natural, technological, and human-caused disasters or emergencies necessitating mass care, emergency assistance, housing, and human services resources. This Annex describes the framework for providing State support and coordination of mass care, emergency assistance, housing, and human services to assist individuals, households, and families impacted by an incident.

This Annex does not apply to medical needs shelters, as those activities are addressed in ESF #8, Public Health and Medical Services. However, coordination and communication are required between ESF #6 and ESF #8 to ensure appropriate coordination of services. Additional support for companion or service animal sheltering will require assistance from ESF #11, Agriculture and Natural Resources.

Linkage to other State Plans

ESF #6 will be used to support the State CEMP, Volume 2, Response and Short-Term Recovery, as well as the Mass Care Appendix, and other relevant ESFs.

During the initial response activities, ESF #6 will focus on life-sustaining actions and meeting the urgent needs of individuals, households, families, and whole communities which have been severely impacted. ESF #6 will have four core mission areas during a response prior to Long-Term Recovery. The Coordinating Agency may identify specific Member Agencies to assist in various roles based on the nature of the event. These agencies will assist the four Core Mission Groups and provide support based on their agency's capacities and the specific needs of the event.

The four core mission areas are outlined below:

Mass Care: Support congregate sheltering, feeding, distribution of emergency supplies, and family reunification.

Emergency Assistance: Coordination of voluntary organizations, essential relief services, non-congregate and transitional sheltering, support for individuals with disabilities and others with Access and Functional Needs (AFN) in congregate facilities, mass evacuation assistance, and support for rescue, transportation, care, shelter, and essential needs of household pets. Provide essential needs of service animals. These activities will require additional support through ESF #11.

Housing: Temporary housing options including rental, repair, identification and provision of safe, secure, functional, and physically accessible housing and access to other sources of temporary housing assistance.

Human Services: Disaster assistance that helps survivors address unmet disaster caused needs and/or non-housing assistance; also includes supplemental nutrition assistance, crisis counseling, disaster case management, unemployment, and other programs available to disaster survivors.

Situation

It is important to note that New York State is the fourth most populous State in the Nation, and New York City is the most populous city in the United States. Also, New York is the 27th largest state by size, covering over 54,000 square miles, and is the only State that touches both the Great Lakes and the Atlantic Ocean.

Depending on the size and scope of the event, State response actions may occur consecutively or concurrently with the local response activities. State ESF #6 response activities will focus on providing basic human essentials. In some incidents, ESF #6 may be one of the earliest ESFs to be activated due to the role of pre-event sheltering and feeding needs.

Entire communities of residents may become displaced from their homes. Residents that do not stay in shelters (sheltering in place or staying with family or friends) may still require other human services resources. Families may become separated due to road closures, evacuations, or multiple shelter locations. Extended utility outages may occur during winter storms or extreme weather events, requiring those without damage to their primary domicile to seek alternate shelter options. Individuals with AFN may require additional support in evacuation or sheltering. Provisions for durable medical equipment (DME), access to assistive technology (AT), or personal support services (PAS) may assist these individuals in maintaining supported independence throughout the emergency rather than diversion to an institutional setting.

Although the State has a cache of resources and response capabilities that can be applied in any incident, some events may overwhelm the capabilities of the State and require Federal assistance. In order to effectively respond to the populations mass care needs, State ESF #6 will serve as the primary liaison with Federal ESF #6. Additional support for AFN may require coordination across State and Federal ESF #8 as well.

Planning Assumptions

1. Local government mass care resources will likely be overwhelmed, and State assistance will be requested.
2. Local government has begun the process for any necessary evacuations, to include opening of temporary shelters and initial mass care activities.
3. The State will support local efforts, including sheltering for all populations, feeding, and distribution of emergency supplies.
4. Identification of alternate shelter sites may be required, should pre-designated sites sustain damage or become uninhabitable.
5. Sheltering and short-term housing may need to be located outside the impacted area.
6. Shelters and other facilities utilized in mass care activities will be required to be compliant with the Americans with Disabilities Act (ADA) and meet the needs of individuals with AFN. Individuals and families may have specific needs which may not be immediately apparent or recognized at the time of the emergency, such as specific dietary needs, conditions that affect communication, limited English proficiency, disabilities, or chronic medical conditions that require a need to coordinate with ESF #8 to support medical or mental health needs. Most individuals with AFN, including individuals with disabilities, can be supported in a general population shelter environment through provision of materials such as DME, AT, or PAS.
7. Federal assistance may be required to augment local and State efforts in providing mass care relief, as the need for short-term, temporary emergency housing may surpass local and State resources.
8. Mass care response activities will continue until all emergency and life safety issues are resolved and will assist with the transition of individuals into recovery when Disaster Assistance Centers and Disaster Recovery Centers are activated and fully functioning.
9. Disaster mental health support may be required at mass care service facilities.
10. If significant damage has occurred, short-term and temporary shelters and housing solutions will transition into long-term housing solutions, to include possible relocation or consolidation.
11. Cook chill, the process of food preparation of rapid chilling of cooked food, may be used for shelters, fixed feeding sites, and mobile distribution.
12. Spontaneous community shelters may open without adequate supplies and may require assistance and supplies to sustain operations.
13. Disruption caused by debris, damage, or relocation of residents may cause disruption in postal activities or commerce, create financial hardship, and limit accessibility of communication systems.
14. Security may be required to support shelters and/or recovery centers.
15. Family reunification activities may be necessary should family members become separated or should unaccompanied minors arrive at shelters or other service sites.
16. Solicited and unsolicited volunteers, as well as non-governmental organizations (NGOs), may offer assistance, causing normal intake processes for volunteers to become overwhelmed.

17. Federal agencies may engage in a unilateral response and/or offer assistance under their statutory authority to affected areas in lieu of a presidential declaration.
18. Populations with limited English proficiency or with specific cultural needs may require additional assistance, such as interpretation services or specific dietary requirements.
19. Individuals with limited literacy skills or individuals with cognitive difficulties may require additional assistance, such as additional instructions for service access described in plain language and provisions for additional time to process information.
20. Coordination with ESF #11 may be required for pet or pet friendly shelters, as requested.

Concept of Operations

1. An event occurs with or without warning that warrants consideration to activate the State EOC.
2. State OEM will determine the level of activation and which ESFs will be activated, including ESF #6.
3. State OEM may solicit input from the Coordinating Agency to determine which Member Agencies will be activated based upon the needs of the operation.
4. Depending on the nature and scope of the incident or event, participation from ESF #6 Member Agencies may vary.
5. In the event of a Federal declaration, State ESF #6 will integrate with Federal ESF #6, as required. Upon activation of a Federally established Joint Field Office, the coordinating role of ESF #6 will transition within offices of DHSES (IA and OEM). In doing so, DHSES IA will provide a representative to ESF #6 for supporting the implementation of emergency assistance functions.
6. As Federal Recovery Support Functions (RSFs) begin to activate, State ESF agencies involved will transition from the ESF to the appropriate RSFs, as appropriate.
7. Specific demobilization actions will be conducted in accordance with the ESF #6 Standard Operating Guide.

Policies or Authorities

- NYS Executive Law Article 2-B
- NYS Executive Law Article 18 (NYS Uniform Fire Prevention and Building Code Act)
- NYS Executive Law Article 22
- NYS Executive Law Article 23
- 9 NYCRR 525
- 19 NYCRR Part 1201-1204 (Building permit/construction requirements)
- 18 NYCRR 491.4 (Shelter for Adults)
- 18 NYCRR 352 (Standards of Assistance)
- 2006 PETS Act PL 109-308 (2006)
- Victims of Crime Act (VOCA) guidelines
- New York State Constitution
- NIMS Executive Order 26.1 of 2006 (NYS Adoption of the Incident Command System)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act P.L. 93-288, as amended
- Code of Federal Regulations, 20 CFR, Part 625, and 44 CFR
- Homeland Security Presidential Directive (HSPD) – 5

- NYS Civil Rights Law - Ag&Mkts 353-B, 7USC 2131-2156
- National Disaster Recovery Framework (NDRF)
- National Response Framework (NRF)

Annex Maintenance, Distribution, and Revision Process

The State OEM Planning Section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the State CEMP. As required under New York State Executive Law Article 2-B, each ESF annex shall undergo an annual review and update on or before February 15th of each year and be posted online (if applicable) no later than March 31st of each year.

During the annual review by the Planning Section for its material, this Annex is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Plan updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

SECTION II: Preparedness

Mitigation

Volume 1 of the State CEMP is the *State Multi-Hazard Mitigation Plan*. Pursuant to the requirements of 44 CFR 201.4, the State Multi-Hazard Mitigation Plan is required to focus on natural hazards that are likely to substantially impact the State. Mitigation planning efforts for technological and human-caused hazards are also recognized and are being implemented throughout the state. New York State participates in Federal, State, and local mitigation programs and identifies ongoing mitigation opportunities. The State takes maximum advantage of available Federal funding to implement mitigation measures at the State and local levels. Throughout the past several years, a substantial amount of funding has been invested in mitigating the impacts of various disasters in all parts of the State. Volume 1 addresses the overall State hazard mitigation planning process, risk assessment, strategy development, and plan maintenance. The *State Multi-Hazard Mitigation Plan* was federally approved by the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) in December 2018 and in effect for five years.

All levels of Government are responsible for implementing a dynamic community outreach (e.g. media and public information coordination release) campaign prior to and during emergency situations. Materials may include information such as, but not limited to, personal/home and pet preparedness, safety kits, safety tips, emergency communications, maps, emergency telephone contacts, and pre-identified potential shelter locations and their ability to handle persons with disabilities and functional or cognitive impairments.

Risk Assessment

A variety of mechanisms are used to understand the various risks and associated threats and hazards facing the State. As required by the Homeland Security Grant Program (HSGP) and the National Preparedness Goal (NPG), the State must complete an annual Threat Hazard Identification Risk Assessment (THIRA). The THIRA process involves the identification of scenarios that will most stress the State's capabilities and an assessment of those capabilities. Those capabilities are mapped to the core capabilities in each of these ESF Annexes created under the State CEMP. New York State has developed additional programs and methodologies to better understand risk at the local level. This includes a County Emergency Preparedness Assessment (CEPA), which the State has conducted in each of the 57 counties of New York and New York City. CEPA provides great insight as to the State's risk profile from a local level perspective.

Training, Exercising, and Testing

The State of New York sponsors and conducts a variety of training to improve knowledge and response capability. This includes varying levels of training in the Incident Command System, the Professional Development Series (PDS) curriculum, and EOC Trainings. The State also participates in a wide variety of specialized training, including training to meet Federal program and grant requirements, such as the Emergency Management Performance Grant (EMPG). Further, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline.

The State of New York has incorporated the Homeland Security Exercise and Evaluation Program (HSEEP) into its emergency management program. HSEEP consists of both doctrine and policy for designing, developing, conducting, and evaluating exercises. The State has instituted HSEEP into a host of exercise activities, including those that involve tests and activations of the State EOC. Further, some exercises are often linked to a specific grant requirement, while others are conducted as part of ongoing or existing programs, such as those for the Radiological Emergency Preparedness Program.

The State also utilizes an exercise component as part of the planning process to test the effectiveness of an emergency management plan. These exercises vary in scope and cross several state-level plans or annexes. As a point of reference, the planning process that resulted in the creation of all of the State's ESF annexes included an exercise component.

It is beneficial, but not required, that ESF #6 agencies be familiar with the FEMA Independent Study IS-405 Overview of Mass Care/Emergency Assistance, IS-11 Animals in Disaster, and IS-288.a The Role of Voluntary Organization in Emergency Management. Several ESF #6 agencies offer internal programs and trainings that support the core mission areas of ESF #6.

- The OVS provides monthly trainings in-house for Victim Assistant Program (VAP) Advocates.
- The SA has adopted ICS for all disaster related incident management and provides all officers, staff, and volunteers with ICS training. The organization utilizes Regional and Divisional Incident Management Assistance Teams (IMATs) to provide definitive leadership in times of disaster. Further, training exercises are conducted to ensure readiness and allow for cross training; regular participation in local, regional, and state level exercises ensure the seamless integration into disaster relief operations. Additionally, as a National Disaster Relief Organization, the Salvation Army has access to and the ability to deploy resources from across the Country based on the type and complexity of an incident.
- The NYS DOH sponsors and participates in HSEEP compliant exercises and drills as required by Federal funding sources and in conjunction with local, regional, state, and federal partners. A variety of trainings are offered or supported by NYS DOH to improve emergency response capabilities of public health and healthcare providers and systems.
- OMH sponsors and conducts a program of training in Disaster Mental Health to create and maintain resources to provide psychological support following disasters and public health emergencies.
- The DHSES-IA section provides Individual Assistance (IA) Preliminary Damage Assessment (PDA) training, Disaster Case Management (DCM) Orientation (State and disaster perspective), and The Role of Voluntary Organizations in Emergency Management.
- The Red Cross offers classes in Psychological First Aid and Shelter Management.
- Web-based training products for Disaster Relief Centers (DRC) are pending final release and will be available to local jurisdictions and provider agencies.

Capability Assessment

As part of the THIRA process, the State was required to assess its capabilities under Presidential Policy Directive (PPD-8). In doing so, the State assessed its critical capabilities using the construct outlined in the

CEPA program. The assessment provided the State with information regarding statewide capability trends and potential gaps that can then be planned for and addressed. Those capabilities have been mapped or linked to each one of the ESF Annexes under Volume 2 of the State CEMP.

Stockpiles, Supplies, and Specialized Equipment

In order for stockpiles, supplies, or specialized equipment to be assigned to a mission, a mission request needs to be put into New York Responds or by calling the State Watch Center at (518) 292-2200. The mission is dependent on approval from OEM Executive and/or the State Chamber. It should be noted that upon assignment, staff is not deployed with equipment unless expressly stated.

Stockpiles, supplies, resources, and/or specialized equipment that directly support this ESF include:

- ESF #6 manages mobile trailers that house a stockpile of key human services resources, to include mass care support assets and DAC/DRC support assets, which can be pre-staged or deployed in bulk by request. These trailers are currently housed at DHSES Stockpiles.
- Part of ESF #6 is a mobile trailer with supplies for up to 100 small animals (dogs and cats) which can be deployed in a disaster. No staff is deployed with the trailer.
- The Salvation Army currently has twenty (20) Disaster Response Unit (DRU) vehicles across New York State, Nine (9) in the Greater New York Division (Downstate) and Eleven (11) in the Empire State Division (Upstate). In addition, there are several disaster response trailers and support vehicles across the State. The SA also has the ability to access and deploy resources from across the Country such as field kitchens, shower units, communications trailers, and command post trailers.
- Each DOCCS crew deployed is assigned one correction officer with 10 inmates. A Supervising Sergeant is usually dispatched as well. Crews are assembled to leave the facility as early as daybreak and ensure return half hour prior to dark. DOCCS provides meals for the inmates and personal safety equipment including safety glasses, hard hats, reflective vests, etc. Depending on the incident, additional safety equipment and gear can be provided. DOCCS crew vans and staff have been used to transport emergency personnel at the scene as well.

Memorandums of Understanding (MOUs) /Letters of Agreement (LOAs)

The ARC/State MOU was signed on 4/2/2021 and is in effect for five years.

The OVS contracts with a statewide network of local VAPs; these VAPs provide services for every county in NYS. Some VAPs may focus on a particular victim group (e.g., sexual assault, elderly, children), but all are required to assist in the filing of OVS claim applications.

When the 59 Area Agencies on Aging (AAA) apply for annual funding from SOFA, they sign and agree to a number of Standard Assurances. Standard Assurance #43 affirms that they will participate in local disaster preparedness. Specifically, the assurance states: "The AAA agrees to coordinate activities and develop long-range emergency preparedness plans with local and state emergency response agencies, relief organizations, local and State governments, and other institutions that have responsibility for disaster relief service delivery within the PSA."

SECTION III: Response

Alert and Notification

The State OEM, through consultation with the Governor's Office, will direct and implement State response activities as identified in the State CEMP. Depending on the nature and scope of the incident or event, participation from State agencies may vary.

The SWC serves as the focal point for receiving or providing notification of incidents in the State. In response to an incident that warrants an increase in State response posture, the SWC will be used to notify agencies that the State EOC is activating.

Activation

The State OEM will assess the potential needs and demands of the incident and then determine the level of activation necessary to effectively manage the response to the incident. The capabilities that are needed to support that activation are also identified and agencies are notified to staff the State EOC using the ESF construct.

Flexibility will be key in activating this ESF. Not all incidents are the same and not all activations of this ESF will require the full list of agencies to support the demands of the incident. Therefore, the representation of agencies that will be necessary to support the ESF may vary from incident to incident. The State CEMP identifies four activation levels of the State EOC. This ESF will activate to one of those levels as conditions warrant, with the primary agency serving as the ESF Coordinating Agency. These are:

Level 4 Enhanced Monitoring: A small, isolated, or a potential event that has some indicators that warrant extra attention, enhanced monitoring, or external communication.

- State OEM Staff Only.
- Agencies may be asked individually to support any remote operations or report from their home agency.

Level 3 Partial Activation: An incident or event requiring a partial activation of the State EOC with ESF Coordinating Agency activation.

- The ESF Coordinating Agency is activated, as warranted.
- If the ESF is activated, additional Member Agencies will be determined at the time of the event.

Level 2 Full Activation: An incident requiring full activation of the State EOC with ESF activation.

- The ESF Coordinating Agency is activated, as warranted.
- If the ESF is activated, additional Member Agencies will be determined at the time of the event.
- Member Agencies will work in coordination with the Coordinating Agency to operate and report under the ESF.

Level 1 Full State/Federal Response: An incident requiring full activation of the State EOC with ESF activation and Federal ESF integration and coordination.

- The ESF Coordinating Agency is activated.
- Most, if not all, Member Agencies will be activated.
- ESF Member Agencies will work in coordination with the Coordinating Agency to operate and report under the ESF.
- The activities of the ESF will be integrated with those of their Federal ESF counterparts.

Direction and Control

The State endorses the development of one response organizational structure that will include all responding agencies. State agencies and ESFs will be organized under the framework of the National Incident Management System (NIMS) ICS as required by NIMS Executive Order 26.1 of 2006 and HSPD – 5. As such, a variety of direction and control components may be utilized to manage and coordinate the State's

NYS EOC Activation Levels

Steady State

Level 4 – Enhanced
Monitoring

Level 3 – Partial Activation

Level 2 – Full Activation

Level 1 – Full State/Federal
Response

resources in an efficient and effective manner and to provide the interoperability between the local and Federal response organizations.

The organizational structure of the State's ESFs is inherently different than the Federal construct under the NRF. Except for ESF #5 (Planning), ESF #7 (Logistics), and ESF #15 (External Affairs), the State ESFs will be situated organizationally in the Operations Section and report directly to the Operation Section Chief (OSC) or Branch Chiefs, if established. ESF #5 is assumed by the Planning Section in the State EOC, ESF #7 is assumed by the Logistics Section in the State EOC, and ESF #15 is part of the Command Element.

ESF #6 will provide incident management support and coordination under the ESF Coordinating Agency. The ESF Coordinating Agency will ensure the activities of the ESF are consistent with this Annex, and that agencies are operating in unison to achieve the common goal or mission of the ESF.

ESF #6 core mission group facilitators will coordinate requests/missions and provide status reports related to the specific core mission they are facilitating.

This ESF is assigned under Operations. The ESF Coordinating Agency will be the primary interface with the OSC and the Member Agencies of the ESF. All requests for assistance will be managed through the OSC to the ESF Coordinating Agency for availability of resources/missions. The ESF Coordinating Agency will be given latitude to facilitate the best resource or solution set in response to the request that the State has received. Concurrence of that solution will be confirmed to the OSC to ensure the State maintains a centralized coordination of resources and direction for requests for assistance.

Agency Roles and Responsibilities

The agencies identified in this Annex consist of State government personnel and resources, as well as private sector and NGOs. Each Member Agency is responsible for developing and maintaining their own internal operational plans, which specify how they will carry out their requisite tasks and duties required to meet their obligations under this plan. It should be noted that in some cases, the identified resource may have applications in other ESFs. Therefore, the capacities for the resources that are identified include what the agency has in totality and should not be interpreted as additional resources, if identified in other ESFs.

NYS Homes and Community Renewal (HCR) does not have an active role during the response of ESF #6. However, HCR will have a vital role in the Housing RSF when activated or in cases where State-level housing coordination is required with Housing and Urban Development (HUD). In cases where the State to Federal housing coordination is necessary, or when activation of the Housing RSF is evident, HCR will be requested to support ESF #6.

Integration of Federal ESFs

The Federal Government organizes its response resources and capabilities under an ESF construct. Similar to New York State's ESF construct, Federal ESFs are multi-agency operational components that serve as the primary means for coordinating Federal resources and capabilities into New York State. The Federal ESFs bring together a wealth of capabilities of Federal departments and agencies and other national-level assets. In doing so, they are organized to provide the operating structure for building, sustaining, and delivering Federal response core capabilities in support of the State's Critical Capabilities. Integration and coordination are key to leveraging the resources of each Federal ESF. As such, New York State ESF #6 will serve at the primary integration point for Federal ESF #6. The table below summarizes Federal ESF #6 and indicates the response core capabilities that the ESF most directly supports. Detailed response capabilities and activities are listed in each Federal ESF Annex.

ESF #6 – Mass Care, Emergency Assistance, Housing and Human Services

ESF Coordinator: DHS/FEMA

Key Response Core Capability: Mass Care Services, Logistics and Supply Chain Management, Public Health, Healthcare, and Emergency Medical Services, Critical Transportation, and Fatality Management Services.

Coordinates the delivery of mass care and emergency assistance. Functions include, but are not limited to:

- Mass care.
- Emergency assistance.
- Temporary housing.
- Human services.

SECTION IV: Recovery

Short-Term Recovery

There is no clear delineation of when disaster response activities transition into short-term recovery activities. As with all disaster and emergency-related activities, any transition to a new phase will be dependent upon the needs of the response and the identified needs of the individuals/communities affected. In general, disaster response addresses the immediate aftermath and life safety issues of a disaster or emergency, while short-term recovery activities begin as the need for immediate life-saving activities diminishes, and when response activities focus more toward the individual and less toward the masses. At times, these phases will often overlap with one another.

Demobilization

Demobilization of agencies and ESFs from the State EOC will occur based upon operational needs and will be jointly determined by State OEM and the ESF Coordinating Agency. Based upon the needs of the operation, ESFs may begin to demobilize during the response/short-term recovery phase. However, it should be noted that agencies may be subject to a rapid recall for reactivation of the ESF, if needed, based upon operational needs.

In most cases, demobilization of an ESF will include the release of the Coordinating Agency and all Member Agencies. However, there may be instances where the ESFs can be partially demobilized, allowing Member Agencies to be released as the need for their representation and capability in that ESF is no longer necessary.

In the process of demobilizing an ESF, all Member Agencies must ensure that any open or ongoing activities that require cross-coordination with other ESFs are closed out prior to demobilizing. This must be done in a manner to ensure that any dependencies or interdependencies of that ESF are properly and effectively communicated across the response organization. In addition, each agency must ensure that they coordinate their demobilization with their agency-specific counterparts that are represented on other ESFs.

Transition to Long-Term Recovery

As the urgency of a response lessens and communities begin to focus their efforts on implementing recovery programs, the State's focus will also shift to the long-term recovery needs of the affected areas. In Presidential Disaster Declarations, this will likely include the activation of a federally established Joint Field Office (JFO). JFOs are established, operated, and maintained by the DHS/FEMA, and will include the temporary recovery organization structure put in place to support recovery. To properly ensure effective integration of State and Federal recovery activities, the State will organize in a similar structure to the federal structure contained within the National Disaster Recovery Framework.

Implement Recovery Support Functions (RSFs)

As JFO activation occurs, the Federal government will transition out of the ESF construct and implement the RSFs. RSFs bring together the core recovery capabilities of Federal departments and agencies to focus on community recovery needs. The RSF structure includes the following: Community Planning and Capacity Building; Economic, Health and Social Services; Housing; Infrastructure Systems; and Natural and Cultural Resources. RSFs are intended to facilitate the coordination and delivery of Federal assistance to supplement the recovery efforts of local and State governments and are designed to operate within a timeframe of months to years.

As the Federal ESFs transition to RSFs, the State's ESF posture will be required to transition into the RSF construct. As such, State agencies will transition from their assigned ESF role to the appropriate RSF, as warranted. It is important to note that not all federally declared disasters will require full RSF activation and not all RSF activations will require full participation from each agency. The transition from an agency to the RSF construct is situation-based and dependent upon the agency's role(s) within the State response framework. For planning purposes, it is assumed that in a credible, worst-case event the situation may warrant full participation from all agencies that comprise this ESF. In such cases, the agencies that comprise this ESF will transition to RSFs, as stated in Attachment 1.

Attachments

Attachment 1: RSF Assignments

RSF Assignments

Agency	RSF Assignment					
	Community Planning and Capacity Building	Economic	Health/Social Services	Housing	Infrastructure Systems	Natural & Cultural Resources
ARC			X	X		
DAM	X	X	X		X	X
SJC	No RSF Assignment					
DFS	X	X		X		
DHSES	X	X	X	X	X	X
DOCCS			X		X	
DOH	X	X	X	X	X	X
DOL		X	X	X		
DOS	X	X		X	X	
HCR	X			X		
OCFS		X	X	X		
OGS		X		X	X	
OMH			X			
OPWDD			X	X		
OVS			X			
SED					X	X
SOFA			X	X		
OTDA		X	X	X		
SA	No RSF Assignment					
SUNY		X	X		X	

Current as of 1/26/2023